

# City of Indianapolis

## 2000 CAPER

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### EXECUTIVE SUMMARY

To address the important housing and human service issues that face the Indianapolis community, the City of Indianapolis receives funding from the United States Department of Housing and Urban Development (HUD) in the form of federal grants. As part of the application process for these grants, the City must produce a Consolidated Plan, a five-year strategic overview of the community's current needs and specific actions for addressing these needs.

At the close of each program year, the City completes a Consolidated Annual Performance and Evaluation Report (CAPER) designed to summarize those activities undertaken by the City to meet the objectives set out in the Consolidated Plan. In 2000, the City began work on the first year of its 2000-2004 Consolidated Plan.

Four federal entitlement grants make up the bulk of the funding that supports the activities detailed in this report: the Community Development Block Grant (CDBG) Program, the HOME Investments Partnership (HOME) Program, the Emergency Shelter Grant (ESG) Program, and the Housing Opportunities for Persons with AIDS (HOPWA) Program. The Supportive Housing Program (SHP) is a competitive federal grant program that is also used by the City, particularly to combat homelessness. Together, the City received nearly \$20 million in HUD funding through these various grant programs in 2000.

### Activities

The activities undertaken by the City with these federal dollars address the two main themes of the Consolidated Plan: Building Strong Neighborhoods and Family Self-sufficiency.

#### *Building Strong Neighborhoods*

Preserving and increasing homeownership, increasing the supply of rental housing for low income residents, eliminating unsafe buildings and areas, and supporting development and neighborhood empowerment were the primary goals associated with Building Strong Neighborhoods. First, the City used CDBG and HOME money to acquire and rehabilitate housing and to make owner-occupied repairs to existing homes. In both cases the City exceeded its goals by funding over 460 owner-occupied repairs and by providing over 130 homeownership opportunities. Also, more than \$800,000 was invested to increase the supply of rental housing for low-income residents, and the City laid the groundwork for exceeding this goal in 2001. The 2000 goal of improving, demolishing, and securing unsafe buildings was exceeded, and work began on key sites around the city designed to stimulate job creation and support inner-city economic development. Finally, in an effort to build the capacity of neighborhoods and empower

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its citizens, the City helped to provide Neighborhood Coordinators for eight of the city's most challenged neighborhoods in 2000.

### *Family Self Sufficiency*

The primary strategies aimed at achieving Family Self-Sufficiency included assisting organizations in providing supportive services for youths and seniors and providing employment training and other related services. In addition, funding was provided for operating assistance to homeless shelters and short-term rent and utility assistance to prevent homelessness, rehabilitate multi-family housing, and providing gap financing for low-income tax credit projects.

In 2000, 2,532 seniors were assisted, 8,023 youth participated in various CDBG funded activities and 1,182 individuals received employment training. Also, the City supported special needs housing with ESG and HOPWA funds, and assisted 11,291 people who were homeless or living with HIV/AIDS. In addition to ESG and HOPWA funding, \$105,000 of HOME funds were awarded to the Far From Home Foundation to acquire a home that houses four homeless veterans and \$300,000 of the CDBG funds were awarded to the Julian Center for predevelopment costs associated with the construction of a new facility to house women and children who are victims of domestic violence.

### Geographic Distribution

The activities that were carried out by the City to build neighborhoods and strengthen families were targeted primarily at the most challenged neighborhoods. Most of these areas are in Center Township, however, areas on the far east side also received support.

The following maps in Appendix H show the distribution of funds across the area. Local community development corporations (CDCs) carried out most of the activities designed to improve housing. These non-profit corporations are community based, with a defined geographic service area as shown on the maps in Appendix H. Several other housing organizations serve low and moderate income residents county-wide, including Community Action of Greater Indianapolis (CAGI) and CICOA: the Access Network. Most of the human service organizations, while based in Center Township, are available to citizens countywide.

Additionally, the City supported several initiatives and projects located in particular neighborhoods in 2000, such as:

- ◆ The Home Ownership Zone
- ◆ I-70/Keystone Industrial Park
- ◆ The Home Repair Collaborative

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### **CITIZEN PARTICIPATION**

In accordance with the requirements of the Citizen Participation Plan, the City published a notice in The Indianapolis Star and The Indianapolis Recorder indicating that the CAPER was available for review at the City-County Building and the Central Public Library. No public comment was received.

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### ASSESSMENT OF FIVE YEAR GOALS

The 2000-2004 Consolidated Plan identifies eight goals to address the City's housing and community development needs. The year 2000 was the first year of implementation of the Consolidated Plan and the first opportunity to invest entitlement grant funds to work towards achieving those goals. Table A summarizes these goals and strategies, and illustrates the progress that has been made towards each goal.

The first goal identified in the Consolidated Plan is to preserve homeownership through rehabilitating owner-occupied units and refinancing mortgages for individuals at risk of homelessness. In 2000, the City invested more than \$3 million of CDBG funds in rehabilitating homes owned and occupied by families with incomes at or below 80% of the area median family income. With this investment, the City exceeded its goal to preserve homeownership by providing repairs to 462 owner-occupied units. Also, the City partnered with the Indianapolis Neighborhood Housing Partnership (INHP) to assist with the refinancing of existing mortgages for low-income homeowners. INHP assisted eight people with refinancing.

The second goal identified in the Consolidated Plan is to increase homeownership by acquiring and rehabilitating 31 vacant houses, building 21 new homes and providing direct homeownership assistance to 70 low-income homebuyers. Overall, the City exceeded the annual goal, which is to provide 122 homeownership opportunities by investing CDBG and HOME funds to create 133 new homeownership opportunities.

The third goal is to increase the supply of rental housing by rehabilitating rental units and building new rental units. In 2000, the City invested over \$800,000 of HOME funds to complete 72 units of affordable rental housing. Although the City did not reach the annual goal for creating rental units, 21% of the five-year goal was achieved in 2000. Also, over \$1.7 million were awarded to rental housing projects to be completed in 2001. This, coupled with additional investments to be made in 2001, will allow the City to exceed this goal next year.

The fourth goal identified in the Consolidated Plan is to eliminate unsafe buildings and sites by improving, demolishing or securing unsafe buildings and by supporting the redevelopment of brownfield sites. In 2000, the City exceeded the annual goal of improving, demolishing or securing unsafe buildings and achieved 22.5% of the five-year goal. The City assisted with the redevelopment of three brownfield sites. In 2000, the City experienced staff turnover, which affected brownfields redevelopment activities. The Self-Evaluation in this report speaks to this and the initiatives that will be undertaken in 2001.

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The fifth goal is to support capital and enterprise development. In 2000, the City spent more than \$1.4 million of CDBG funds on the I-70/Keystone Industrial Park project. CDBG funds were spent on acquisition, relocation, and predevelopment activities. The City has projected that this development will create over 600 jobs upon completion. Other capital and enterprise development activities include environmental clean-up of a commercial site located in the Mapleton-Fall Creek Neighborhood and the creation of jobs through the City's tax abatement program. In 2000, a total of 1,274 jobs were created. Of these 1,274 jobs, 76 were located within the Indianapolis Neighborhood Revitalization Strategy Area.

The sixth goal identified in the Consolidate Plan is to support neighborhood development by providing capacity building assistance to neighborhood organizations. The City allocated approximately \$315,000 to support neighborhood empowerment in 2000. These funds were used to assist in providing Neighborhood Coordinators for eight of the City's most challenged neighborhoods and to support projects that include training neighborhood residents in various capacity building efforts and coordinating neighborhood groups to combat drugs and violence. The City developed a draft set of standards by which each of the eight neighborhood organizations was evaluated. The City was led by a new administration in 2000, and it is reviewing the evaluations to determine where each organization stands.

The final two goals are to promote family self-sufficiency by aiding supportive service activities and supporting special needs housing. In 2000, the City used CDBG funds to assist 2,532 seniors, to provide activities in which 8,023 youth participated, and to deliver employment training to 1,182 individuals. The City supported special needs housing with ESG and HOPWA funds and assisted 11,291 people who were homeless or living with HIV/AIDS. In addition to ESG and HOPWA funding, \$105,000 of HOME funds were awarded to Far From Home Foundation to acquire a home that houses four homeless veterans and \$300,000 of CDBG funds were awarded to the Julian Center for predevelopment costs associated with the construction of a new facility to house women and children who are victims of domestic violence.

The City, in partnership with community development corporations, social service providers, and other neighborhood-based organizations, was successful in working towards the five-year goals identified in the Consolidated Plan. By the numbers reported in this Consolidated Annual Evaluation and Performance Report, the City anticipates exceeding some of these goals and may need to reevaluate and amend other goals.

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**Table A**

GOAL	STRATEGY	2000 GOAL	2000 ACTUAL	5 YEAR GOAL	% OF 5 YEAR GOAL MET
Preserve Homeownership	<ul style="list-style-type: none"> <li>Rehabilitate owner occupied homes</li> <li>Refinance mortgages for individuals at risk of homelessness</li> </ul>	340 3	462 8	2,020	23.3%
Increase Homeownership	<ul style="list-style-type: none"> <li>Acquired and rehab units for sale</li> <li>Create new units for sale</li> <li>Provide direct homeownership assistance</li> </ul>	31 21 70	28 10 95	700	19%
Increase Supply of Rental Housing for 51-80% of MFI	<ul style="list-style-type: none"> <li>Rehabilitate rental housing units</li> <li>Provide gap financing for low-income housing tax credit projects</li> </ul>	39 40	26 0	342	7.6%
Eliminate Unsafe Buildings and Sites	<ul style="list-style-type: none"> <li>Improve, demolish, or secure unsafe buildings</li> <li>Support redevelopment of environmentally unsound brownfield sites</li> </ul>	3,000 4	3,392 3	15,020	22.6%
Support Capital and Enterprise Development	<ul style="list-style-type: none"> <li>Provide financing for inner-city retail development</li> <li>Support economic development initiatives</li> </ul>	2 75	1 76	610	12.6%
Support Neighborhood Development	<ul style="list-style-type: none"> <li>Provide capacity building assistance to neighborhood organizations in targeted area</li> </ul>	Assess ea. Organization and develop standards	Draft standards developed Self-evaluation	80% of targeted organizations will meet standards	Met annual goal
Aid Supportive Service Activities	<ul style="list-style-type: none"> <li>Assist organizations providing senior, youth, employment and other supportive services</li> </ul>	5,240	11,737	26,200	44.7%
Support Special Needs Housing	<ul style="list-style-type: none"> <li>Provide operating and rehabilitation assistance for homeless facilities</li> <li>Provide short-term rent and utility assistance</li> </ul>	10,000 120	11,291 677	9,095	131%
Increase Supply of Rental Housing for 0-50% of MFI	<ul style="list-style-type: none"> <li>Rehabilitate rental housing units</li> <li>Provide gap financing for low-income housing tax credit projects</li> </ul>	31 50	63 0	1,558	4%

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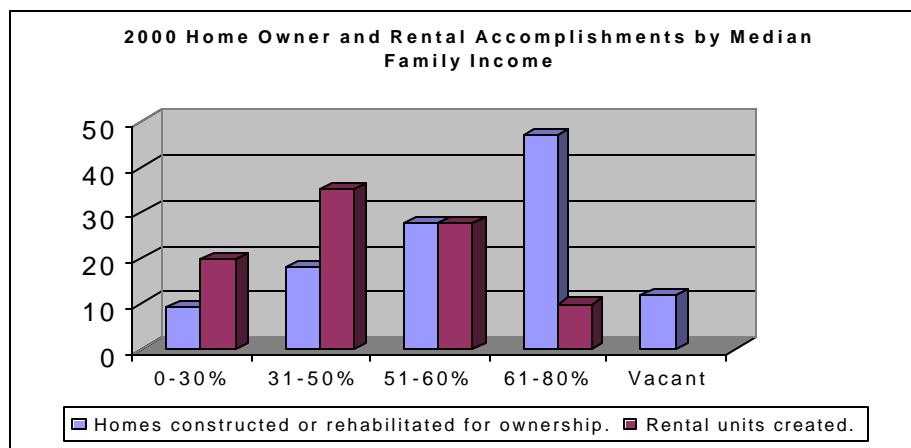


### HOUSING ISSUES

#### Affordable Housing

Affordable housing continued to be a top priority for the use of CDBG and HOME funds in 2000. By investing in the construction of new housing and the rehabilitation of units for homeownership and rental property, the City was able to increase the overall availability of affordable housing in the community.

In 2000, the City established a number of benchmarks as a method of tracking progress throughout the year. One such benchmark was to construct a total of 21 new homes. In the reporting period, project sponsors were able to complete 10 affordable new units. Although the City did not meet the goal of creating new units, the City was able to buy-down the price of 97 homes to make them affordable to low and moderate income homebuyers with the use of homebuyer subsidies. This accomplishment exceeded the 2000 goal of assisting 70 homebuyers by 38 percent. Additionally, 462 affordable units were maintained through rehabilitation and homeowner repair initiatives. In 2000, the City also invested over \$800,000 to rehabilitate 72 affordable rental units. Although the City did not meet its annual goal to complete 160 rental units, over \$1.7 million dollars of HOME funds were awarded in 2000 to create 252 affordable rental units to be completed in 2001.





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A challenge to maintaining affordable housing in the Indianapolis community has been the potential loss of project-based Section 8 housing units. As contracts for these units, which are subsidized by the federal government in order to maintain affordability, expire over the next 10 years, the City risks losing as many as 3,350 project-based units. Because the rents for many of these properties are set higher than market levels, it is likely that the units will no longer be affordable without the Section 8 subsidy. To prevent this potential loss of affordable rental housing, HUD created the Mark-To-Market Program and designated the City of Indianapolis as the Participating Administrative Entity (PAE) for projects in the Mark-to-Market program located in Marion County. As the PAE, the City and its Teaming Partners will assist property owners reduce rents to market levels and restructure existing debt that is supportable by these rents. In 2000, through the Mark-To-Market Program, the City assisted property owners reduce the rents of 142 units.

### Public Housing Initiatives

The City and the Indianapolis Housing Agency continued to work together to address affordable housing issues in Indianapolis. In 2000, the City participated in the development of the Marion County Center for Housing Opportunities, which is a center sponsored by the Indianapolis Housing Agency to serve public housing residents and other low-income individuals seeking housing services. Also, the City awarded CDBG funds to the Community Organizations Legal Assistance Program, which provided pro bono legal services to resident councils of Indianapolis Housing Agency communities.

Additionally, the City continued to provide assistance for programs offered to senior residents of Indianapolis Housing Agency communities. With an award of \$22,000 of CDBG funding, the housing agency was able to assist 190 elderly residents with support services including case management, transportation, wellness and employment placement. These funds were also used to provide socialization activities, which helped to prevent isolation common among the elderly.

### Actions Taken To Further Fair Housing

The City of Indianapolis' Analysis of Impediments to Fair Housing Choice was last revised in November of 1998. This document identifies impediments to fair housing choice, discusses positive practices in fair housing, and details the goals and recommendations to overcome the identified impediments that are within the local unit of government's control to influence.

The analysis identified the following impediments to fair housing choice: (1) poor credit history of loan applicants, (2) the City's planning and zoning process, (3) location of support services, and (4) a decreased number of project-based Section 8 units. Each of these impediments is described briefly below.



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### *Poor Credit History*

The Home Mortgage Disclosure Act data documents lending activities of mortgage companies and banks in a given year. This data indicates that poor credit history is the greatest barrier to securing a home mortgage loan for loan applicants regardless of race.

### *Planning and Zoning Process*

Land use planning and rezoning are public processes led by staff planners, but include community groups and residents as participants. Convincing these neighbors of the need for higher density development in order to promote new affordable units in their area is often times a difficult proposition and has met with resistance on numerous occasions throughout Marion County. The public nature of the decision making process of the Board of Zoning Appeals and the Metropolitan Development Commission (MDC) provides forums for the venting of suspicious and biases which may oppose the rationale presented in favor of diverse communities. The MDC has developed a record of making decisions on case by case basis relative to the merits presented for and against the specific matter at hand.

### *Support Services*

The Social Asset and Vulnerability Indicator, a local database, contains the locations of several relevant services that can impact the quality of life in a neighborhood. Because the database indicates that most of these services are located in Center Township, a developer may question the marketability and appropriateness of affordable housing for low-income families outside of Center Township.

### *Project-based Section 8 Housing*

In 1997, Secretary Cuomo announced an initiative to address poorly maintained, substandard project-based Section 8 housing, which has lead to the closing of some apartment buildings in Indianapolis. In addition to this initiative, there are several project-based Section 8 contracts that have expired or will soon expire. Together or separately, these facts could reduce Indianapolis' project-based Section 8 inventory. In turn, this potential decrease could affect detrimentally the availability of housing options in Indianapolis. Since the number of units is decreasing, housing choice in Indianapolis is also decreasing.

Table B on the following page includes the proactive statements, goals, and objectives from the analysis, as well as actions taken in 2000, to work towards minimizing the impediments to fair housing choice.

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Table B

STATEMENT	GOAL	ACTIONS TAKEN IN 2000
Fair housing choice will be expanded when the community, public, and private sectors agree on an approach to improve the quality of life in Center Township.	Affect long-standing, institutionalized systems, like the public housing system, school system and decentralized banking systems through planning.	<ul style="list-style-type: none"> <li>For a second year, the City has participated in the Home Repair Collaborative, which included the collaboration of thirteen organizations to effectively and strategically provide repairs and other services to existing homeowners.</li> <li>The City is the Participating Administrative Entity for the Mark-to Market Program. In 2000, two projects were restructured, which allowed 142 units to remain affordable.</li> </ul>
Education and information in reference to fair housing provisions are crucial to the elimination of discriminatory practices.	Publish and distribute fair housing information to housing providers and consumers.	<ul style="list-style-type: none"> <li>The City staffed a booth at the Indianapolis Housing Conference, sponsored by INHP and Fannie Mae, and at the Indiana Black Expo to distribute information regarding fair housing and city-funded housing projects.</li> <li>The City hired a licensed Realtor to market city-owned properties in the Home Ownership Zone recognizing that a licensed realtor has the ability to distribute information to all interested parties.</li> </ul>
Interagency planning and coordination of fair housing initiatives could result in a more effective service delivery and creative approaches to fair housing programs.	Meet regularly with public and private housing service providers with specific agenda of ensuring fair housing choice.	<ul style="list-style-type: none"> <li>In 2000, the Mayor formed a housing task force to address housing issues in Indianapolis. This task force began meeting in 2000, and recommendations will be made in 2001.</li> <li>The City participated in the development of a Housing Trust Fund with other housing service providers. It is anticipated that the Housing Trust Fund will be implemented in 2001.</li> </ul>
Continuing research regarding the City's regulatory and financial structure is needed to aid program development.	Research and recommend enhancements to existing programs and development of new programs affecting affordable housing production/fair housing choice.	<ul style="list-style-type: none"> <li>The City granted \$300,000 to the Indianapolis Neighborhood Housing Partnership to provide downpayment assistance and direct homebuyer subsidies to low/moderate income families purchasing homes in Marion County.</li> </ul>

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### Actions Taken to Eliminate Barriers to Affordable Housing

Barriers to affordable housing continue to exist. They include poor credit history, the cost of developing affordable housing, and the perception of the neighborhoods in which some affordable housing is located. The City formed partnerships and invested entitlement funds to address barriers to affordable housing.

For many individuals, a poor credit history can make it difficult to acquire affordable housing. In 2000, the City partnered with the Indianapolis Neighborhood Housing Partnership (INHP) and the Indianapolis Housing Agency (IHA) to address various housing issues. INHP offers housing counseling services for families that are interested in purchasing a home but may not be able to obtain a mortgage for various reasons, including poor credit history. Also, the City participated in the development of the Marion County Center for Housing Opportunities, which is a center sponsored by IHA to serve public housing residents and other low-income citizens seeking housing services. It is anticipated that the Center will open for business in 2001.

A second barrier to affordable housing is simply the cost of development and operations. While developers can finance projects that serve families earning more than 51% of the area median family income, the costs impede the development of housing for families earning below 50% of the area median family income. In 2000, the City awarded \$500,000 of HOME funds to leverage with Low-Income Housing Tax Credits to complete 64 affordable rental units; 42 of these units were targeted for families earning less than 50% of the area median family income. The City also began discussions with the Coalition for Homelessness Intervention and Prevention and the Local Initiative Support Corporation to develop a HOME-funded tenant-based rental assistance plan specifically placing priority on transitional housing units. This plan will be completed in 2001 and may be implemented in 2001.

Another barrier to affordable housing is the perception that the neighborhoods in which these houses are located are deteriorated and unsafe. To improve the perception of neighborhoods, the City invested more than \$1.1 million of CDBG funds into the unsafe building program. In 2000, 2,204 unsafe buildings were secured, 397 were demolished, and 791 were repaired. These activities, coupled with housing projects completed by community development corporations and other housing service organizations, improve the appearance of Indianapolis neighborhoods and improve the quality of life for the families living in these neighborhoods.

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### **SPECIAL NEEDS**

#### Homeless

The Continuum of Care plan is a coordinated approach to address the physical, economic, and social needs of the homeless population through the provisions of emergency shelter, transitional and permanent housing, and supportive services. The development of this plan warrants a thorough examination of the needs presented in this community and the services available to meet those needs.

In 2000, the Department of Metropolitan Development engaged in a partnership with the Coalition for Homelessness Intervention and Prevention (CHIP) for the third straight year. The City and CHIP met several times throughout the year to discuss the needs of the homeless population in Indianapolis. A Homeless Summit, sponsored by CHIP and the City, was held to involve citizens, homeless service providers, and clients in establishing priorities for the needs of the homeless population. After prioritizing these needs, the City solicited proposals that a review team, consisting of members from the community, examined to determine which applications best met the established priorities or filled identified gaps. The City then submitted an application to HUD for funding for these programs.

In 2000, the City was awarded \$3.7 million in Supportive Housing Program funds to assist 12 organizations provide housing, rehabilitation and support services for the homeless families and individuals in Marion County. Many of these organizations assist homeless individuals who are posed with additional challenges such as addictions and mental illness. Several of the projects that received funding through the Continuum of Care offer a wide variety of supportive services to the homeless population. These supportive services include job training, substance abuse counseling/treatment, childcare, continuing education programs, mental illness and several other services.

In addition to Supportive Housing Program funds, the City awarded \$200,000 in CDBG funds to two organizations who provide day service programs for our homeless population. The organizations used these funds to assist with the rehabilitation of their facilities. The City also awarded \$105,000 to Far From Home Foundation to acquire a building to house four homeless veterans, and CDBG funds were awarded to the Julian Center to expand their facility and create transitional housing for homeless victims of domestic violence.

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### Underserved Needs

The 2000-2004 Consolidated Plan identifies the following populations as underserved: elderly, mentally ill, developmentally disabled, physically disabled, those with alcohol or drug addictions, and persons with HIV/AIDS. The City used a portion of its entitlement funds to address the needs of these populations in several ways.

First, the City invested approximately \$1.7 million to assist low/moderate income homeowners with repairs to their homes. Forty-four percent of the homeowners who were assisted were elderly. Included in this number were several homeowners who live on fixed-incomes, which would not have otherwise allowed them to maintain their homes. In addition to providing seniors with housing repairs, the City allocated \$428,000 of CDBG funds to various organizations to provide senior services including: senior employment, transportation, social activities, financial management assistance, and health services.

Next, to serve individuals who are afflicted with HIV/AIDS, the City awarded HOPWA funds to the Damien Center and Salvation Army. HOPWA funds were used to provide services, including tenant-based rental assistance, project-based rental assistance, resources identification, and case management to 1,057 people with HIV/AIDS.

Also in 2000, \$380,000 of CDBG funds were awarded to Midtown Mental Health to rehabilitate a facility to house individuals who are severely mentally ill. This project is scheduled to be complete in 2001.

Finally, many of the underserved needs were met with other McKinney funding, such as the Supportive Housing Program (SHP), which provides housing and services to the homeless. Many of the programs funded with the Supportive Housing Program target homeless individuals who are mentally ill or addicted to alcohol or drugs. These programs are part of the Continuum of Care, which is discussed elsewhere in this report.

### Anti-Poverty Strategy

A primary goal of nearly all of the City funded human services programs is to move individuals and families out of the cycle of poverty and into an environment where they are better able to control their futures. The foundation for building this self-sufficiency is addressing the most basic needs of the individual or family first. Programs receiving ESG funds, like the Dayspring Center, work to move families out of homelessness, to a shelter environment, and into permanent housing. Currently, the Dayspring Center is following up on over 45 families that have transitioned into their own housing. Dayspring also provides assistance and counseling to ensure that these families maintain their progress. Westside Community Development Corporation's Families in Transition

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program, which receives over \$200,000 in both SHP and HOME funds, helps to provide not only housing assistance, but basic living skills, job training, and support services to families making the jump from helplessness to hope.

The next step up the ladder to escape poverty is empowering families and individuals by increasing their skills. With the City's economy changing rapidly, the need for job training is important. Organizations like Community Centers of Indianapolis (CCI) run job training programs that are funded with CDBG dollars. CCI's Family Stabilization program provides continuing intensive job training with \$500,000 in CDBG funds. Over all, 11,737 people received CDBG services, with over 1,100 receiving job training and employment services. Another program offering employment assistance is the Indianapolis Private Industry Council's Career Corner program, which provides employment assistance, as well as an employment assessment. More than 1,000 people a month pass into the Career Corner program. Many of these individuals are referred to other agencies to work on specific challenges to employment, like addiction or homelessness. Many are also moved directly into Career Corner's job placement program. By the end of their second operating quarter, Career Corner had made over 100 placements, and was expecting to achieve over 60 percent retention for 180 days. Other programs, like the Holy Family Shelter offer daily living skills training, which help families learn to budget their money and take care of basic daily needs. Domestic Violence shelters, like Coburn Place and the Julian Center, use ESG and SHP dollars to help women build confidence and skills they need to move out of dependency and into independence.

There are many common barriers to employment that can keep a family locked in poverty. Two of the most pervasive such barriers are affordable child care for working mothers and single parents, and basic transportation to and from the workplace. The City is addressing these two issues through its ESG funded programs. The Homeless Initiative Program receives more than \$100,000 of SHP funds to provide a Child Care Coordinator for homeless and very low-income families to get kids into good quality childcare, as well as to help defer the costs. Many of the domestic violence shelters such as Quest for Excellence's WINGS program and the Julian Center provide childcare or childcare assistance to their clients so that they can begin to establish themselves financially. ESG dollars also provide free bus tickets for homeless and low-income individuals to provide needed transportation to and from interviews and the workplace.

Many individuals and families have extra challenges in their efforts to move into independence. Helping to support this effort to move out of poverty are programs like Midtown Mental Health and Pathway to Recovery that address the crippling effects of mental illness and addiction that can very quickly destroy a person's ability to support themselves. Both of these programs receive SHP dollars through the City and have helped over 200 individuals this year.





## INSTITUTIONAL STRUCTURE AND COORDINATION

### Gaps in Institutional Structure

As a large organization with multiple partners and a wide variety of goals to accomplish each year, the Department of Metropolitan Development recognizes that there is room for improvement. In 2000, the City sought to more effectively address two major areas. First, entailed the discovery that there was a need for awarding Federal dollars throughout the year, to more effectively address the community's priorities. Secondly, it was recognized that the implementation of the HUD Lead Based Paint regulation 24 CFR Part 35, would have a noticeable impact on the rehabilitation activities frequently performed by Project Sponsors. Below is a discussion of the challenges faced as a large and ever evolving organization, and how it attempted to close the gaps that existed in this institutional structure.

To accomplish the goal of continually awarding funding, the Federal Grants Review Committee was formed in 1998 to review entitlement funding requests and to make recommendations. Committee members included Grant Managers and Grant Analysts for each entitlement grant, Assistant Administrators for the Division of Community Development and Financial Services, a representative from the Division of Neighborhood Services, a Neighborhood Planner, and a Senior Project Manager. In 2000, three new members were added to the Committee including a representative from the Mayor's office, a Grants Coordinator from the Controller's Office and the Administrator of the Division of Permits. Each of these new members brings a different prospective and knowledge to the Committee.

Another gap in the institutional structure is the capacity to implement lead-based paint regulations. In 2000, the United States Department of Housing and Urban Development revised lead-based paint regulations to include additional requirements for residential units receiving rehabilitation assistance with federal funds. The City recognized that community development corporations, as well as City staff, did not have the capacity to implement these new regulations. Therefore, the City paid for City staff and employees of city-funded community development corporations to obtain the necessary training and certifications. The City also consulted with a licensed Lead-based Paint Inspector to assist with interpreting the new regulations and updating the City's lead-based paint policy.



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### Coordination

In order to accomplish community development goals and achievements, coordination with various organizations is crucial. The City coordinates with a variety of organizations to improve the quality of life in Indianapolis. Table C delineates many of the groups that partner with the City and describes the relationships between these organizations and the City.

**Table C**

<b>Organization</b>	<b>Relationship</b>
Coalition for Homelessness Intervention and Prevention	Coordinated the Continuum of Care SuperNOFA process.
Community Centers of Indianapolis	Provided funds to be distributed to neighborhood-based community centers for employment training, job placement and senior services.
Community Development Corporations	Performed housing rehabilitation and construction activities with CDBG and HOME funds.
Community Housing Development Organizations	Performed housing rehabilitation and construction activities with HOME funds.
Enterprise Community Advisory Board	Collaborated with the City to continue implementation of the programs identified through the EC application.
Home Repair Collaborative	Participated in a second year pilot program including thirteen organizations to provide home repairs to low-income homeowners.
Indianapolis Housing Agency	Participated in Annual Planning efforts and provided leverage to senior service projects.
Indianapolis Housing Strategy Task Force	Began implementation of the recommendations from the report published in 1998.
Indianapolis Neighborhood Housing Partnership	Provided leverage to City-supported housing projects.
Local Initiatives Support Corporation	Provided leverage to City-supported housing projects.
Private Foundations	Provided leverage to City-supported summer youth projects.

### Lead-based Paint

In 2000, HUD made significant changes to its lead-based paint regulations. The goal of these changes was to improve the health and welfare of children living in federally assisted housing. As the primary conduit between the federal government and the community organizations that carry out housing activities, the City began to gather information and to formulate a plan to ensure that the effect of these new regulations would have as small a negative impact on these organizations and their projects as

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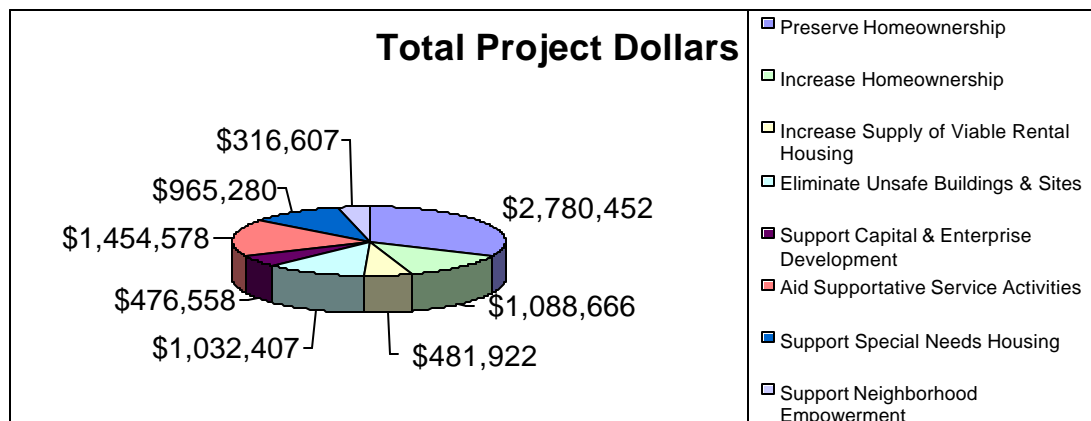
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possible. First, the City sent employees to be trained on the new regulations. After that initial information gathering, the City then began to build the basis for a new infrastructure of trained inspectors and workers by paying for employees of the community organizations to attend specific training and by contracting with a licensed lead-based paint inspector to provide consultation to the City's project sponsors. Currently, the City is actively communicating with the project sponsors and the lead-based paint inspectors to evolve a program of best practices that is workable, affordable, and in keeping with the goal of the federal regulations, that of ensuring the safety of children.

### Leveraging Resources

In 2000, \$40.6 million were invested in housing and community development projects in Indianapolis. Only 21% of these funds were entitlement dollars. These projects leveraged more than \$32 million of funds from other sources. The Homeownership Zone and the Unsafe Building Project used over \$360,000 of local funds, making up 1% of the total project. Project Sponsors and Community Development Corporations contributed 6% of total project dollars spent towards various housing and public service projects. Other Federal Grants, 14% of the total project dollars spent, were used for projects such as the Homeownership Zone Project. Project Sponsors also used private funds, in the form of loans and grants. The large share of other financial resources used demonstrates the dedication of the City of Indianapolis and the project sponsors it works with to revitalize Indianapolis neighborhoods. The chart below illustrates total dollars invested in various housing and community development activities.



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### **SPECIAL URBAN INITIATIVES**

#### Enterprise Community

##### *Strategic Vision for Change*

The City envisions the Indianapolis Enterprise Community (EC) as being a cluster of economically sustainable neighborhoods that draw their strength from residents and businesses. These neighborhoods are characterized by the significant number of residents that have an opportunity to work in Enterprise Community businesses at incomes that can support a family. The EC also exhibits: skilled and trained labor force; active neighborhood organizations; racial diversity; affordable homes; well-kept streets; viable small businesses; and a safe and secure environment.

##### *Community Based Partnership*

The efforts of the EC have fostered many partnerships among community development corporations, service providers, financial institutions, businesses, and residents. Many of these partnerships were formed through the Empowerment Zone Strategic Planning process. In 2000, the Local Initiative Support Corporation assisted the EC advisory board with the housing loan program by serving as the fiscal agent. Also, 22 new and existing businesses located in the EC have gained access to capital to start or expand their businesses.

##### *Economic Opportunity*

Indianapolis' EC has focused the largest amount of its resources on economic opportunity. These programs are finally past the planning phase and are now being implemented. Due to the problems faced by the Goodwill's Joblink program, the board voted to reimburse Goodwill for their final expenses and to discontinue this program. As a result their remaining dollars were split between the Indianapolis Urban Enterprise Association and Technical Training Service to provide job training and placement for residents living in the EC.

The Indianapolis EC seeks to provide more homeownership opportunities and increased safety in our neighborhoods to improve economic opportunities. The EC Advisory Board partnered with the Indianapolis Neighborhood Housing Partnership to establish a loan pool to provide financing for holding costs associated with building and rehabilitating homes. This loan pool has not been utilized at its potential and the board voted to identify the Local Initiatives Support Corporation as the fiscal agent for this program. It is anticipated that this change will increase the use of these funds. Through the lighting program, 250 lights have been installed to increase safety and reduce criminal activity in the EC.

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### *Governance Report*

The EC Advisory Board consists of City officials, financial institutions, businesses, and not-for-profit organizations that have a vested interest in the revitalization of the EC. Nineteen percent of these members are residents of the EC. The Board met five times in 2000.

### *Other Considerations*

Increasing the involvement of the EC Advisory Board continues to be a challenge. In 2000, the Board voted to meet quarterly instead of monthly. Since most of the EC funds have been expended, the interest has decreased and the City is looking for ways to increase the momentum that was created during the application process of this grant. There has been some turnover in City staff and in some of the key organizations involved, which has affected the Board's participation. A great deal of time is spent educating board members and reviewing previously discussed information. In 2000, a subcommittee was formed to address the sustainability factor of the EC approved programs, as well as develop new ones.

### Home Ownership Zone

In 1997, the City applied to HUD for a Home Ownership Zone (HOZ) designation. Of the 67 cities that applied, the City of Indianapolis was one of six HOZ designations awarded. The HOZ has been named Fall Creek Place and is located in the Citizens Neighborhood and is bounded by Fall Creek Parkway, Pennsylvania Street, 23<sup>rd</sup> Street, and Park Street.

This project consists of rehabilitating and constructing 322 housing units. Fifty-one percent of the housing units will be available to homebuyers with incomes at or below 80% of the area median family income. The remaining housing units will be available to families of any income level. Upon completion, this neighborhood will provide a mix of retail/commercial, housing, and green spaces all within walking distance of one another.

An internal homeownership zone team was established within the City of Indianapolis Department of Metropolitan Development to deal with the day-to-day issues associated with the HOZ. This team consists of a construction manager, financial analyst, project manager, real estate acquisition/disposition manager, real estate project manager, unsafe building program manager and Community Development and Financial Services Administrator and Assistant Administrator. This team has been effective in accomplishing the tasks set forth such as: land acquisition, demolition, relocation, rehabilitation, budgeting and project administration.

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In 2000, a builder's guide for new construction was completed. This will be given to builders to provide direction for designing houses to be built in Fall Creek Place. This guide was developed using the criteria set forth in the Urban Design Plan. Also in 2000, the City sought a developer through a competitive request for proposal process and chose Mansur Real Estate Services. Schneider Engineering was hired to delineate an implementation plan and estimate the cost of each program component.

There were many Fall Creek Place accomplishments in 2000. The City solidified a contract with a landscape architect to begin design on a park to be located at 25<sup>th</sup> and Pennsylvania. Habitat for Humanity built six new homes and the Marion County Library, in conjunction with several partners, built a house that was sold to a low-income family. The City continued with acquisition and relocation, and currently owns 249 parcels. Finally, the City, Historic Landmarks Foundation, King Park Area Development Corporation, and individual owners have rehabilitated ten houses in Fall Creek Place.

### I-70/Keystone Industrial Park

Economic development continues to be an area of focus for the City of Indianapolis. In 1998, the City began development of the I-70/Keystone Industrial Park. The project site consists of 86 acres of blighted land and deteriorated structures. The completion of this project will improve the local economy by increasing employment opportunities and developing a climate for business interests.

In 2000, the City invested \$1.4 million dollars of CDBG funding in this project. Acquisition and relocation have been a priority for the past three years. The City has acquired 34 improved lots and 67 vacant lots. Also, 26 families and one business have been relocated in accordance with the Uniform Relocation Act. Site preparation and environmental assessments have also begun. Sixteen parcels have been cleared and specifications have been written to begin infrastructure improvements. Buildable sites will be transferred to the Indianapolis Urban Enterprise Association who will sell them to prospective buyers. It is anticipated that this project will bring in excess of 600 new jobs to the area.

### Neighborhood Revitalization Strategy Area

The City of Indianapolis, with HUD's approval, formed a Neighborhood Revitalization Strategy Area (NRSA) in 1996 and expanded that area in 1999 (see map in Appendix H). This area was chosen by selecting qualified census tracts that meet a defined set of criteria established by HUD. The purpose of this designation is to marshal resources to facilitate the City's ability to engage in comprehensive community revitalization. Table D below contains goals and benchmarks set in 1999 to be accomplished within the NRSA.

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**Table D**

<b>Goal</b>	<b>Strategies</b>	<b>2000 Benchmarks</b>	<b>2000 Achievements</b>
Preserve Homeownership	<ul style="list-style-type: none"> <li>Rehabilitate owner-occupied homes</li> </ul>	170 units repaired	156 units
Increase Homeownership	<ul style="list-style-type: none"> <li>Acquire and rehabilitate units for sale</li> <li>Create new units for sale</li> <li>Provide direct homeownership assistance</li> </ul>	20 units rehabilitated 10 units created 35 homebuyers assisted	20 units 7 units 32 homebuyers
Increase the supply of viable rental housing	<ul style="list-style-type: none"> <li>Rehabilitate multi-family rental housing</li> <li>Provide gap financing for low-income housing tax credit projects</li> </ul>	35 rental units rehabilitated  75 rental units created	20 units  0 units
Eliminate unsafe buildings and sites	<ul style="list-style-type: none"> <li>Improve, demolish and/or secure unsafe buildings</li> <li>Support redevelopment of environmentally unsound brownfield sites</li> </ul>	3,000 buildings addressed  3 sites addressed	1,722  3 sites
Support capital and enterprise development	<ul style="list-style-type: none"> <li>Provide financing for inner-city retail development</li> <li>Support economic development initiatives</li> </ul>	2 retail units developed  75 jobs created	3 units  76 jobs
Support neighborhood empowerment	<ul style="list-style-type: none"> <li>Provide capacity building assistance to neighborhood organizations in targeted areas</li> </ul>	Assess each organization Develop standards for performance	Goal met
Aid supportive services activities	<ul style="list-style-type: none"> <li>Assist organizations providing senior, youth, employment and other supportive services</li> </ul>	3,500 people served	8,391 people

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### **Community Development Block Grant**

#### Relationship of CDBG Funds to the Consolidated Plan

The City of Indianapolis' Consolidated Plan identifies two areas for directing the course of the City's activities: building strong neighborhoods and creating family self-sufficiency. Within these two areas, nine goals were established in the 2000 – 2004 Consolidated Plan. The following section highlights how the investment of 2000 CDBG funds relates to the goals identified in the Consolidated Plan.

#### *Building Strong Neighborhoods*

##### Goal: Preserve Homeownership

To preserve home ownership and build strong neighborhoods, the strategy of rehabilitating owner occupied homes was identified as a top priority. A goal of repairing 340 units was established in the Consolidated Plan. Community development corporations repaired 462 homes in 2000, with an investment of \$3,001,766 in CDBG funds. This was 135% of the owner occupied home repair goal set forth in the Consolidated Plan.

The Home Repair Collaborative (HRC) is an innovative project, in its second year, to address homeowner repair issues on a macro level. The goal of the Collaborative is to have a seamless, systematic approach to home owner repair that is user friendly and will increase the number of homes repaired. The partners involved in the 2000-year project included three community development corporations, Citizen's Gas, Keep Indianapolis Beautiful, the Indianapolis Neighborhood Housing Partnership, CICOA The Access Network, and Community Action of Greater Indianapolis. The HRC allows more than one organization to offer its service to a qualified homeowner simultaneously, without requiring the homeowner to solicit multiple organizations. The HRC is planning a geographic expansion of its service area and has a fourth Community Development Corporation joining the partnership in 2001. The Collaborative continues to grow and expand the number of persons served and partners involved.

##### Goal: Increase Homeownership

CDBG and HOME funds were combined in 2000 to increase the homeownership opportunities for low and moderate income persons. The CDBG program invested \$30,000 in direct homeownership assistance through the Indianapolis Neighborhood Housing Partnership. This funding allowed nine families to achieve their dream of homeownership. United Northwest Area Development Corporation assisted ten homebuyers with direct down payment assistance in 2000 using \$50,000 of CDBG funds.



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### Goal: Increase Supply of Rental Housing for 51-80% of MFI

The strategy identified to meet this object was to rehabilitate multi-family housing using both HOME and CDBG. The majority of funding used to support this goal of increasing the supply of rental housing is met through HOME dollars, however \$14,400 of CDBG funds was used to rehabilitate four rental units. The West Indianapolis Development Corporation undertook this project for the second year in a row. The organization provides a matching grant for landlords seeking to renovate their rental properties.

### Goal: Eliminate Unsafe Buildings and Sites

The City of Indianapolis recognizes that elimination of slum and blight is key to building strong neighborhoods. A strategy of this goal was to improve, demolish or secure unsafe buildings. To meet this goal, \$1,186,878 of CDBG funding was utilized in 2000 for the boarding and demolition of vacant, unsafe structures. The City set a benchmark of addressing 3,000 buildings in 2000. The benchmark was exceeded as the city partnered with property owners to address 3,392 buildings in several different ways. The City boarded 1,435 openings on vacant structures and the property owners boarded 769. The City demolished 147 vacant structures and the property owners demolished 250. Also, owners repaired 791 structures after being ordered to do so by the City.

A second strategy identified in the Consolidated Plan to meet the goal of eliminating unsafe buildings and sites is the redevelopment of environmentally unsound brownfield sites. Three community development corporations used \$312,000 dollars in CDBG funding to address this issue. United Northwest Area Development Corporation identified an abandoned gas station and removed two 6,000-gallon underground storage tanks. Two projects were extended into 2001 due to the labor and time intensive nature of environmental remediation. Near North Development Corporation is pursuing the redevelopment of three connected abandoned gas station sites. Two sites have been acquired and the final site is being negotiated. The future use of this area is to create a retail district. Mapleton-Fall Creek Community Development Corporation is concluding the remediation of a gas station. The CDC was awarded \$82,000 in funding to remove two underground storage tanks and to clean the contaminated land. Currently the organization is awaiting a "comfort letter" from the Indiana Department of Environmental Management (IDEM).

### Goal: Support Capital and Enterprise Development

Providing financing for inner-city retail development and supporting economic development is a strategy that was identified by the Consolidated Plan. The major project addressing this goal is the 1-70/Keystone Redevelopment Project. \$1.4 million dollars of CDBG funding was utilized in this project in 2000. The proposed project area consists of 86 acres of blighted land and deteriorating structures. Specific accomplishments for this project are described in the Special Urban Initiatives section of this report.

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### Goal: Support Neighborhood Empowerment

The City of Indianapolis outlined the strategy of providing capacity building assistance to neighborhood organizations in targeted areas. The Neighborhood Empowerment Initiative (NEI) was created in 1993 to fundamentally restructure the way neighborhoods exercise their preferences and take control of their destiny. NEI is comprised of eight neighborhood umbrella organizations that encourage the communication between citizens and the City. The NEI has evolved over the last eight years, and the newest goal was to create a set of standards that would enable the organizations to perform in a more effective and consistent manner. These standards included the creation of job descriptions, a system of checks and balances, mission statements, financial reports, and annual workplans to name a few. The creation of these standards has allowed these organizations to compete more effectively for CDBG dollars and to improve their rapport with both the city and the communities they serve.

### *Family Self Sufficiency*

### Goal: To aid Supportive Service activities

11,737 people received various supportive services through community based organizations that were all or partly funded with CDBG dollars. Services ranged from basic employment services offered by Technical Training Services, to Senior services by CICOA The Access Network to 22 different organizations offering summer youth programs. The 11,737 figure breaks down to: 2,532 people receiving senior services, 1,182 receiving employment services, and 8,023 people receiving youth services.

### Goal: To support special needs housing

CDBG funding was used to help with construction and rehabilitation at two emergency shelter facilities in the City: the Salvation Army Daycenter, a day drop in center for the homeless and those needing employment and homeless prevention services; and the Julian Center, an emergency shelter for women escaping domestic violence situations. The Julian Center project is continuing into 2001. Similarly, Horizon House, an omnibus project for housing and outreach to the homeless community in the City, started in 2000 and will continue into 2001.

### Goal: To increase the supply of Rental Housing for 0-50% of MFI

The City's goals for Low Income Rental Housing in the year 2000 included the rehabilitation of 70 rental units and the construction of 90 new rental units targeted at families below 80% of the median family income level. While the City was able to complete over 70 rental unit rehabilitations in 2000, no new unit construction was completed.

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The reason for this short fall in construction of new units were various, but primarily had to do with Tax Credit projects not being able to begin due to site control issues, financing problems, and extreme levels of staff turnover at the CDCs sponsoring these developments.

In July of 2000, the City entered into a contract with the New Bridges program to begin renovation of a 185-unit low-income rental facility to be finished in July of 2001. This project is currently on schedule for completion. The New Bridges project, coupled with several other construction projects currently underway or in the planning process, will allow the City to greatly surpass its goals for Low Income Rental unit rehabilitation in 2001.

GOAL	STRATEGIES	UNIT OF MEASUREMENT	2000 Goal	2000 Achieved	% Achieved
PRESERVE HOMEOWNERSHIP	◆ Rehabilitate owner-occupied homes	Units repaired	330	462	135%
INCREASE HOMEOWNERSHIP	◆ Provide direct homeownership assistance	Homebuyers assisted	70	19	27%
INCREASE SUPPLY OF RENTAL HOUSING	◆ Rehabilitate multi-family rental housing	Rental units rehabilitated	39	4	10%
ELIMINATE UNSAFE BUILDINGS AND SITES	◆ Improve, demolish and/or secure unsafe buildings	Buildings addressed	3,000	3,392	113%
	◆ Support redevelopment of environmentally unsound brownfield sites	Sites redeveloped	4	3	75%
SUPPORT CAPITAL AND ENTERPRISE DEVELOPMENT	◆ Provide financing for inner-city retail development	Retail units developed	2	1	50%
	◆ Support economic development initiatives	Jobs created	75	0	0%
SUPPORT NEIGHBORHOOD EMPOWERMENT	◆ Provide capacity building assistance to neighborhood organizations in targeted areas	Capacity of neighborhood organizations	Assess each organization  Develop standards for performance	Achieved  Achieved	Met Annual Goal
AID SUPPORTIVE SERVICE ACTIVITIES	◆ Assist organizations providing senior, youth, employment and other supportive services	People served	5,240	11,737	223%

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Organization	Original Amount	Revised Budget	Change	Explanation
BOS	\$128,000.00	\$175,000.00	\$47,000.00	5 additional HR repair units
Brownfields	\$400,000.00	\$245,000.00	(\$155,000.00)	City Staff Turnover
CICOA	\$255,250.00	\$305,250.00	\$50,000.00	5 additional HR repair units
CAGI	\$150,000.00	\$200,000.00	\$50,000.00	8 additional HR repair units
CAFÉ	\$112,000.00	\$240,000.00	\$128,000.00	Acquisition of Neighborhood Center & 1 additional HR unit
COLAP	\$10,000.00	\$16,000.00	\$6,000.00	Extra legal services
Good News Mission	\$22,500.00	\$-	(\$22,500.00)	Project unable to move forward
I-70/Keystone	\$750,000.00	\$803,000.00	\$53,000.00	Additional relocation spending
INRC	\$102,300.00	\$-	(\$102,300.00)	Project unable to move forward
Julian Center	\$-	\$300,000.00	\$300,000.00	Domestic Violence Shelter
MLK and 16th	\$250,000.00	\$150,000.00	(\$100,000.00)	Required less funding
Mapleton Fall Creek CDC	\$282,000.00	\$582,000.00	\$300,000.00	Homeowner mortgage refinancing
MLK CDC	\$172,000.00	\$243,030.00	\$71,030.00	7 additional HR repairs & domestic violence shelter
Martindale Brightwood CDC	\$50,000.00	\$53,500.00	\$3,500.00	1 additional homeowner repair
Near North	\$111,623.00	\$329,623.00	\$218,000.00	remediation of brownfield sites
SEND	\$150,000.00	\$230,000.00	\$80,000.00	8 additional HR repair units
UNECDC	\$100,000.00	\$150,000.00	\$50,000.00	5 additional HR repair units
UNWA CDC	\$380,000.00	\$512,740.00	\$132,740.00	10 additional HR repair units, removal of UST, Neighborhood cleanup, demolition of building
Unsafe Buildings	\$1,366,000.00	\$1,516,000.00	\$150,000.00	Required additional funding
WIDC	\$130,000.00	\$205,000.00	\$75,000.00	Rental Rehab project
Salvation Army	\$-	\$43,382.00	\$43,382.00	Rehab of homeless day center
Midtown Mental Health	\$-	\$381,755.00	\$381,755.00	Rehab of center for mentally ill
Parks Department	\$-	\$18,000.00	\$18,000.00	Provision of youth programs
Indy Go	\$-	\$50,000.00	\$50,000.00	Transportation services
Vivian Smith Teen Parenting House	\$-	\$120,000.00	\$120,000.00	Acquisition of teen parenting home
Emergency Home Owner Repair	\$300,000.00	\$2,172.00	(\$297,828.00)	Reallocated to CDCs for HR repair
Crooked Creek Multi Service Center	\$50,000.00	\$-	(\$50,000.00)	Project unable to move forward
Citizen's Multi Service Center	\$-	\$34,800.00	\$34,800.00	Rehab of community center
<b>Total</b>	<b>\$5,271,673.00</b>	<b>\$6,906,252.00</b>	<b>\$1,634,579.00</b>	

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### Addressing the Uniform Relocation Act

The City of Indianapolis, while pursuing the I-70 Keystone Project and the Home Ownership Zone Project, acquired property and subsequently relocated persons in the respective areas. Two city relocation specialists are assigned to ensure that relocated persons are moved to safe, sanitary and affordable housing. The depth of each project has necessitated the creation of a Relocation plan for both projects. Attached in Appendix G are the relocation plans for both projects.



### **HOME Investment Partnership Program**

The 2000-2004 Consolidated Plan identified the following housing activities as priorities: preserve homeownership, increase homeownership opportunities, and increase the supply of rental housing. As such, in 2000, HOME funds were primarily used to create homeownership opportunities and new rental units.

The City allocated approximately \$1.4 million of HOME funds to support low income housing tax credit projects in 2000. These funds supported two such projects that created sixty-four affordable units. These units will be leased to individuals or families with incomes at or below 60% of the median family income. These projects include the Davlan in the Riley Area Development neighborhood and the Edgewood Terrace project. In addition, there were two projects that did not get underway in 2000 due to site control issues. Those projects should break ground in early 2001 and include Martindale-Brightwood Infill II and Southside Partners II. Together, these projects will create an additional sixty-seven affordable rental units.

Over \$1.5 million of HOME funds were provided to create 114 new homeownership opportunities in Marion County. The creation of homeownership is primarily done by Community Housing Development Organizations (CHDOs) throughout Center Township. New construction, acquisition and rehabilitation of vacant structures, and providing direct homeowner assistance are all part of the CHDO's mission. In addition, the City allocated \$550,000 of 2000 HOME funds to the Indianapolis Neighborhood Housing Partnership and King Park Area Development Corporation to provide homebuyer subsidies to low-income persons purchasing homes in the HOZ.

In 2000, the City allocated approximately \$4.4 million HOME funds to address the housing priorities identified in the Consolidated Plan. The City anticipated awarding another \$1.1 million to support low-income housing tax credit projects. However, only one of the four applicants from Indianapolis awarded tax credits from the Indiana Housing Finance Authority were able to complete construction in 2000. This reduced the number of new rental units anticipated in 2000. However, construction should be completed on the remaining projects in 2001. In addition, the City has received numerous tax credit applications for 2001. This increases the number of potential rental units that should be constructed in 2001 in Indianapolis.

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### Affirmative Marketing

Affirmative marketing seeks to provide information and then attract eligible persons to available housing without regard to race, color, national origin, sex religion, family status or disability. In 2000, the City implemented new requirements in its Grants Management Policies and Procedures. The new policies included procedures to maintain compliance with affirmative marketing. The requirements were attached to all HOME agreements and, therefore, were contractually binding.

During monitoring visits in 2000, it was determined that project sponsors marketed HOME-assisted units using a variety of techniques. A majority of the project sponsors posted signs in community centers, churches, and neighborhood associations within their service area. Several project sponsors also utilized advertising in local newspapers, neighborhood newsletters or created brochures. For instance, Westside Community Development Corporation published brochures detailing their Homeownership and Homeownership Preparedness Programs. The brochures included information about their programs, eligibility, household income limits, and information concerning the neighborhood. In addition, it contained the Equal Housing Opportunity logo and Federal Fair Housing Law statement. The brochures were made available at Christamore House, Hawthorne Community Centers, as well as other locations throughout the community. The information was also distributed at housing fairs like those sponsored by the 500 Festival and the Indianapolis Police Department.

Some project sponsors held open houses and tours of their neighborhoods. Several CDCs formed partnerships with other organizations, such as West Indianapolis Development Corporation (WIDC), who worked with the Indianapolis Neighborhood Housing Partnership to qualify purchasers for homes within the WIDC area. The Community Development Corporation's offered incentives, such as downpayment assistance and paying for moving expenses. These efforts proved to be effective as project sponsors decreased their housing inventory and leased HOME-assisted units within their service area while promoting affirmative marketing in the community. Equal Housing Opportunity posters were posted in all CDC offices.



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### Inspections/Recertifications

HUD conducted an on-site monitoring visit of the HOME program in August of 2000 and reocognized the City for its significant improvement in the inspection and recertification of the HOME-assisted rental units. The City is currently in the process of reorganizing and updating all HOME rental files.

The City has implemented its new Grants Management Policies which state that failure to submit tenant income recertification reports will result in default of the HOME agreement and all notes will become due and payable and all grants will be repaid in full. The policies clearly state that applications for future HOME funds will not be accepted until all reports have been submitted.

The City established a performance baseline in 2000 when it conducted random sample inspections of HOME-assisted units. HUD requirements stipulate between 15-20% of units must be inspected. The three-part process the City used involved physical inspection of assisted properties, monitoring of property files, and evaluation of rental recertification paperwork.

- Physical inspections were completed on 124 of 637 units, representing 20% of the properties. Approximately one-third were out of compliance with violations ranging from chipped paint and bent window screens to missing smoke detectors or pests. Most non-compliant units had minor violations.
- The team monitored files for 189 of 755 units, or a 25% monitoring rate. Some of the file checks were of units not yet open or not yet due a physical inspection until 2001. This provided the team a more comprehensive baseline, allowing for greater accountability and more accurate longitudinal evaluations. Approximately one-third of the monitored files contained incomplete, unacceptable information or documentation or the file was missing essential information or documentation.
- The recertification paperwork required requesting submission of required items and then evaluation of the information. A total of 701 out of 759 (94%) of units requiring certification. Of these units, 658 (87%) were in compliance with rent, occupancy, income limits, as well as property tax and insurance requirements. Sixty-nine percent of the 35 active projects have 100% of their units in compliance with standards and rules. Eight of the remaining eleven projects each have two or fewer units that are not in compliance.

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After the inspection of the property and files, the City issued a report to the project sponsor describing the results of the inspection, indicating findings and concerns and setting target completion dates. A database tracking system has been created that identifies HOME-funded projects, the number of HOME-assisted units, and program compliance fields. This database will be used to assist the City in managing the long-term affordability and property standards compliance. This database should be completely updated in the summer of 2001.

### Minority Outreach

The City's Minority Outreach Program ensures the inclusion, to the maximum extent possible, of minorities and women in all contracts entered into by the City in order to facilitate affordable housing activities. The following chart depicts the contract and subcontract amounts awarded to minority business enterprises (MBE) and women business enterprises (WBE).

Type of Contract	Total Dollar Amount	Amount to MBE	Amount to WBE	Percent of Total to MBE/WBE
Contract	2,629,342	391,750	398,250	30%
Subcontract	1,310,542	198,325	65,496	20%

The Home Program's goal of improving the utilization of minority and women-owned businesses for purchases, consulting services, construction and economic development projects has been successful. However, the objective to make Indianapolis a city where all people have an equal opportunity to participate in business activities continues to be a focus. The Home Program promotes minority and women-owned business participation through the following activities:

- All HOME project agreements stipulate that project sponsors shall use its best efforts to use minority businesses as defined by and in compliance with the City-County General Ordinance No. 125.
- HOME project sponsors are referred to the Office of Equal Opportunity for lists of MBE/WBE firms for contact and recruitment.
- The City's Office of Equal Opportunity conducts outreach activities to ensure that minority and women-owned businesses are aware of the availability of funds.

The City is continuing to improve its efforts in regards to outreach to minority and women-owned businesses. The utilization of MBE/WBE was emphasized during the project sponsor training held in January 2001 and will be monitored closely during the project year.

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### **Emergency Shelter Grant**

The Emergency Shelter Grant (ESG) program primarily supports the Family self-sufficiency benchmark in the Consolidated Plan and the goal to support special housing needs. In 2000, the City received \$407,000 in ESG funds of which 5% (\$20,350) was retained by the City for administration. The remaining balance was distributed to twelve shelters to assist in shelter operations, to provide homelessness prevention support and to provide an array of essential services to the homeless community. Examples of these essential services include emergency shelter; day services that allow families to follow up on referrals, take showers, and have a temporary address to receive information provided by the Salvation Army; domestic violence counseling provided by the Julian Center and Quest for Excellence's WINGS program; job training; detoxification and drug and alcohol rehabilitation programs; mental health services; and a new outreach to the city's growing Hispanic community that was begun by the Homeless Initiative Program. ESG funds also provided bus tickets to shelters and missions to provide transportation for homeless persons to seek employment, housing and other resources. Minor repairs and renovations were also made possible at two of the city's shelters through ESG funds.

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### ESG Match Report

Agency	Total Served	Grant Award	Match Amount	Match Source
Children's Bureau/ Family Support Center	249	\$18,000	\$75,650.00	United Way, Runaway and Homeless Youth Grant, Title XX Grant, McKinney Homeless, Robert McCormick
Community Centers of Indianapolis, Inc.	170	\$25,000	\$160,000	Federal Emergency Management Agency funds
Dayspring	696	\$41,780	\$322,870.00	NAP Tax Credits, State ESG, St. Paul's Episcopal Church, Christ Church Cathedral
Holy Family/ Catholic Social Services	863	\$38,977	\$443,624.00	United Way, State ESG, St. Vincent Hospital, FEMA Grant, Township Trustees
Homeless Initiative	251	\$29,000	\$1,190,666.00	Supportive Housing Grant
Interfaith Hospitality Network	253	\$15,000	\$43,573.00	State ESG, Interfaith Hospitality
Julian Center	579	\$40,000	\$4,909,261.51	Title XX grant, Domestic Violence Prevention and Treatment Grant, STOP Grant, VOCA Grant, State ESG, Federal Family Violence Services, Target Grant, United Way
Mount Olive Crisis Center	136	\$18,500	\$72,000	Private grant funds
W.I.N.G.S./ Quest for Excellence	231	\$25,500	\$40,524.00	State ESG Grant, St. Vincent Hospital, St. Francis Hospital, Quest for Excellence Foundation
Salvation Army Harbor Light	1,363	\$47,610	\$6,326,554.00	United Way, Salvation Army
Salvation Army Social Services	1,273	\$61,128	\$455,638.00	State ESG Grant, United Way, Salvation Army
Salvation Army Day Center	34,141	\$56,000	\$249,700.00	State ESG Grant, United Way, Christmas Fund, Salvation Army
Reach Out and Restore (ROAR)	5	\$58,477	\$165,000.00	Nina Mason Pulliam Trust, CHIP
<b>Total</b>	<b>40,210</b>	<b>\$474,972</b>	<b>\$14,223,061</b>	



### **Housing Opportunities for Persons with AIDS**

In 2000, the City received \$596,000 in HOPWA funding to meet the housing needs of persons with HIV/AIDS and their families. The City continues to use The Damien Center as the lead agency to coordinate and administer activities for persons residing in Boone, Hamilton, Hancock, Johnson, Madison, Morgan and Shelby counties. In order to continue HIV/AIDS education and outreach services to the African American community and to high-risk individuals, the City is continuing to utilize the services of the Salvation Army Harbor Light program.

#### *The Damien Center*

The Damien Center provided emergency assistance, housing information, project-based rental assistance, resource identification, supportive services, technical assistance, and tenant-based rental assistance to 1,175 HIV/AIDS clients and their families. During 2000, The Damien Center continued to make significant gains in providing affordable and safe housing opportunities by providing project based rental assistance through the Blue Triangle, State Street, Anderson Property and 1309 N. Pennsylvania. The Center paid \$239,223.00 in tenant based rental assistance for persons with HIV/AIDS so that they could remain in their own individual housing. They also provided emergency assistance for 676 persons at risk of becoming homeless by paying rent, utilities and deposits. Seventy-five consumers received information about housing options and supportive services through their housing information services. Volunteers from the Food From the Heart Program provided food and transportation services to HIV/AIDS individuals who were otherwise without transportation.

#### *Salvation Army Harbor Light*

The Salvation Army Harbor Light continued to work with African Americans and clients who were at risk of becoming infected with HIV/AIDS. The agency provided a community-based treatment program for chronically addicted persons who are at risk because of intravenous drug use and other related diseases. Through their Teaching, Listening and Communicating (TLC) program, the agency provided residential treatment, outpatient substance abuse counseling and drug screening. HIV/AIDS prevention education and short-term transitional housing in a dormitory, private rooms or semi-private apartments were also provided. Outreach programs are also offered in two sites: Mozell Sanders Homes and the Career Corner, which support clientele who are primarily African American/Black, Hispanic and from eastern Europe. Salvation Army Harbor Light is State Certified and is accredited through CARF, an international accrediting agency for behavioral health, for a full continuum of care treatment of substance abuse. Agencies that collaborate with the Harbor Light program include Career Corner, Indianapolis Urban League, Mozell Sanders Homes, Division of Family and Children, Second Helpings, Ruth Lilly Social Service Center, and Community Centers of Indianapolis.

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### Administrative Oversight

Through its Consolidated Planning process, the City continues to use Request For Proposals (RFP) to solicit applicants to address the housing needs of HIV/AIDS persons and their families. Developing collaborative partners and identifying additional housing options and support services is still a high priority with the City.

The Human Services Team meets bi-weekly to review contract management, provide systematic updates, discuss issues or concerns, determine strengths and weaknesses, and assess the delivery of services and the impact those services have on the targeted population. As part of the Human Services team, the HOPWA Grants Manager works closely with the program providers to provide technical assistance, a Program Coordinator reviews and monitors program accomplishments on a quarterly basis, and the Program Analyst tracks and analyzes the spending patterns of Project Sponsors. The City trains each Project Sponsor and provides them with a copy of the City's Policies and Procedures to assist them in meeting their contractual obligations.

The HOPWA Grants Manager is a member of the Comprehensive HIV Services Planning and Evaluation Council (CHSPAC) which meets quarterly to discuss procedures, policy, and coordination of services for the State of Indiana. Upcoming priorities the State Department of Health has identified to be addressed by CHSPAC include strengthening eligibility guidelines, assess services offered in Indiana, how to streamline enrollment, review of all delivery of HIV services and review of grievance procedures. Both The Damien Center and the Salvation Army Harbor Light continue to develop relationships and collaborate with HIV/AIDS providers to better coordinate services for their clients.

### Barriers

Affordable, accessible, and safe housing options for HIV/AIDS clients are still major concerns, as well as maintaining the individual independence of those persons who have already established a household.

The Damien Center has created a vast array of housing options. Through their project and tenant-based rental assistance programs, many individuals have had the opportunity to transition and accommodate to the changes of income expenditures, and medical stability that is often encountered with a positive diagnosis. In some cases, short-term emergency housing options are still necessary to prevent homelessness. In 2000, the Center was able to increase viable options by 10%. Nearly 50% of those served by The Damien Center were women of color with children.

One of the strongest links that Damien has established is with central Indiana employers. In addition to securing employment, these individuals can assist with securing services, establishing bank accounts, low interest loans and legal services.

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The myth and misinformation related to working with a tenant with HIV/AIDS remains a substantial barrier in some cases. Many partnerships and other collaborations have been created to serve this population. At present, the Damien Center's Housing Program works with over 22 private landlords and 18 different management companies to provide housing. Because the Damien Center's Housing and Employment Services department sees landlords as customers, they are able to address any myths or misinformation and serve as a mediator for tenant/landlord issues or concern. The high vacancy rates due to people buying homes leaves a lot of rentals available at a fairly competitive rate. Working with the Damien Center is an option that an increasing number of landlords consider when trying to fill those vacancies. Through a unique collaboration with Goodwill Industries of Central Indiana and Crossroads Rehabilitation Center, housing opportunities are provided when HIV/AIDS is the primary disability. Other non-profit collaborations include Black Expo, the Community Alliance for the Far Eastside (CAFÉ), The Children's Bureau, The Central Indiana Corrections Taskforce and Hoosier Veteran's Assistance League to name a few.

Individuals who are HIV positive or at-risk frequently face many barriers to a healthier lifestyle. Daily Living Skills Seminars, which emphasize managing stress, proper health care, basic housekeeping, budgeting, and employment are offered at The Damien Center for any clients. Outreach programs also offer a continuum of related services that address these problems through community education, assisting in identifying HIV status, assistance in dealing and finding resources to deal with an HIV positive status; as well as to identify risk factors. The Salvation Army TLC program assists individuals by providing HIV testing, HIV/AIDS information referrals for substance abuse treatment, assessments for at-risk individuals, residential accredited substance treatment, and Care Coordination services.

In 2001, the agency will begin offering outreach services to the Salvation Army Day Center, which is a drop-in center for the homeless. They will also hire a Spanish speaking outreach and case management service provider in order to serve the growing Hispanic population in high-risk neighborhoods targeted by the TLC Program. With this service they will address the language barrier, which has become a major barrier in the receipt of services for many clients, as well as identify and educate those persons who may be at risk for HIV/AIDS.



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The City is taking a more aggressive approach in identifying additional providers to serve the HIV/AIDS population. The Indianapolis Urban League was approached to provide emergency housing assistance and support services for low-income persons with HIV/AIDS. The City anticipates entering into an agreement with the Indianapolis Urban League in 2001.

### Resources in Support of HOPWA Funded Activities

Other funds used in support of HOPWA funded activities included Indiana AIDS Fund (\$10,000), Indiana State Department of Health (\$65,000), Emergency Shelter Grant (\$47,610), the Ryan White Foundation (\$87,000), other Foundations (\$37,000) and private donations (\$2,400). In-kind contributions from the Food From the Heart Program include: a total of 10,140 meals served at an estimated cost of \$4.50 or \$45,630. Fifty-two volunteers contributed 4,812 hours at an estimated value of \$25,744.20.

In 2000, HOPWA served 1,057 persons/households. The following shows a breakdown of all services delivered with HOPWA dollars in 2000.

- 1,057 Total number of HIV/AIDS persons receiving housing assistance
- 129 Total number of HIV/AIDS persons/households receiving supportive services
- 75 Total number of persons receiving Housing Information
- 178 Total family units assisted with housing assistance
- 76 Units were served with tenant based rental assistance
- 527 Total number of persons receiving technical assistance in the form of community education and outreach services regarding AIDS or related diseases
- 139 Total number of individuals that received drug and alcohol abuse counseling, testing, and treatment.

Individuals received the following types of house assistance:

Short-term Mortgage and Utility Payments	SRO Dwelling	Short-term Facility	Community Resident	Tenant – based Rental Assistance	Other Housing Assistance
677	4	3	5	1,046	11

One of the most valuable tools that the CAPER provides is the opportunity to look at the City's Grants Management activities as a total unit, and then to assess any opportunities for improvement over the next year.



### SELF EVALUATION

For the most part, the City was successful in achieving its goals that were set out in the 2000 Annual Action Plan. However, there were several areas where the City needs to focus its efforts and attention to better act as an administrative body and as a partner in the various important projects that it is undertaking with its federal dollars. The following section discusses several of the areas where an opportunity for improvement exists.

#### *Rental Housing*

The City's goals for Low Income Rental Housing in the year 2000 included the rehabilitation of 70 rental units and the construction of 90 new rental units targeted at families below 80% of the median family income level. While the City was able to complete over 70 rental unit rehabilitations in 2000, no new unit construction was completed.

The reasons for this short fall in construction of new units were varied, but primarily had to do with Tax Credit projects not being able to begin due to site control issues, financing problems and extreme levels of staff turnover at some of the CDCs sponsoring such developments.

In July of 2000, the City entered into a contract with the New Bridges program to begin construction of a 185-unit low-income rental facility to be finished in July of 2001. This project is currently on schedule for completion. The New Bridges project, coupled with several other construction projects currently underway or in the planning process, will allow the City to greatly surpass its goals for Low Income Rental unit construction in 2001.

#### *Brownfields*

In the 2000 Annual Action Plan, the City set a goal to remediate four environmentally hazardous brownfields sites. Due to the unexpected loss of trained staff, the City was unable to complete any of these four projects. Because of the inability to begin work, a brownfields program became a priority for the City in 2001.

In early 2001, the City was able to bring an experienced Brownfields Coordinator on staff. The goals of this position are to establish infrastructure to aid the redevelopment efforts of the City, private entities and non-profit groups by providing technical assistance to stakeholders during clean-up efforts; establishing programs and processes to aid in the financing of brownfields projects; and to promote responsible brownfields redevelopment efforts. The early stages of this program are currently underway.

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### *HOPWA Services*

Since the City first began receiving federal dollars through the Housing Opportunities for Persons With AIDS (HOPWA) program in 1996, we have been looking to broaden our base of Service Providers. During the year 2000, the City relied upon the Damien Center and the Salvation Army Harbor Light program as in previous years.

An aggressive effort was launched to identify additional candidates for these dollars and the City is beginning a relationship with the Indianapolis Urban League to provide housing assistance and support services to this population. Other current City service providers that may be interested in providing HOPWA services for the first time will be contacted in 2001.

### *Lead-Based Paint*

The Department of Housing and Urban Development (HUD) announced during the year 2000 that it was revising its regulations regarding the inspection for and treatment of Lead-Based Paint in all federally funded housing projects. These new regulations officially went into effect on September 15, 2000.

After reviewing the changes set down in these regulations, the City set out on a proactive campaign. Initially, this entailed explaining the purpose of these changes to the CDCs involved in these housing projects, namely to do a better job protecting the health and welfare of children living in federally assisted housing. The City then took steps to act as a partner in establishing an infrastructure of trained inspectors and workers to do the Lead-Based Paint work. Finally, work focused on establishing a workable system for implementation of these new regulations with the minimum amount of impact to these valuable projects.

To date, the City has helped to set up training sessions, and held round table discussions with CDCs, contractors and HUD representatives. Further training and clarification of issues that arise during projects will continue through 2001.

### *Reporting*

During the year 2000, the City instituted a trial of a paperless on-line quarterly reporting system for CDBG and HOME construction projects. The reasoning behind this trial was to be able to integrate more advanced problem solving technology, to eliminate the growing amount of hardcopy filing, and to streamline the reporting process for the service providers. It was decided to try the new system out on these grants before a total transition to the paperless system was made. Unfortunately, this new system proved to be troublesome both for the City and for the service providers. Software problems, access to technology, variations in reported data and the fact that some service providers were less sophisticated in their knowledge of the technology all contributed to the conclusion that the on-line reporting system was not a workable option at this time.

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The City has gone back to the original paper hardcopy reporting system for all Grants, but we remain committed to the goal of ultimately being able to go to a totally on-line, paperless system in the near future. Discussions are currently in the planning stages with the designers of the original on-line reporting package, and with competitors, to design an easier and more workable system.

### *Conclusion*

The City's efforts to constantly improve its ability to maximize the benefit it is able to provide with its federal funding continues to increase. By focusing on the constant evaluation of its programs and processes during the year 2001, City staff will be better able to provide a wide array of services and meet the goals set out in the Five Year Consolidated Plan, as well as the 2001 Annual Action Plan.

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